Introduced by Senator Rainey

February 27, 1997

An act to amend Section 4000 of the Elections Code, and to add Article 4.3 (commencing with Section 53739) and Article 4.6 (commencing with Section 53750) to Chapter 4 of Part 1 of Division 2 of Title 5 of, the Government Code, and to amend Section 9525 of the Streets and Highways Code, relating to local government taxes, changes, and assessments changes and assessments, and declaring the urgency thereof, to take effect immediately.

LEGISLATIVE COUNSEL'S DIGEST

SB 919, as amended, Rainey. Local government taxes, fees, assessments, and charges.

Article XIII C of the Constitution generally requires a majority vote of the electorate for a local government to impose, extend, or increase any general tax and a $\frac{2}{3}$ vote of the electorate to impose, extend, or increase any special tax and permits the use of the initiative to affect local taxes, assessments, fees. and charges. Article XIII D of Constitution generally requires that assessments, fees, charges be submitted to property owners for approval or rejection after the provision of written notice and the holding of a public hearing.

This bill would enact the Proposition 218 Omnibus Implementation Act to prescribe the specific procedures and parameters for local government to present an ordinance or

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resolution for voter approval to impose or increase tax rates or amounts pursuant to those constitutional provisions and the time period to challenge the validity of a tax jurisdictions in complying with Article XIII C and Article XIII D of the Constitution.

The bill would specify how the constitutional requirements apply to ongoing annual assessments with specified exceptions.

This bill would declare that it is to take effect immediately as an urgency statute.

Vote: $\frac{2}{3}$. Appropriation: no. Fiscal committee: no. State-mandated local program: no.

The people of the State of California do enact as follows:

SECTION 1. Section 4000 of the Elections Code is 1

- 2 SECTION 1. This act shall be entitled the Proposition 218 Omnibus Implementation Act.
- SEC. 2. Section 4000 of the Elections Code is amended 5 to read:
- 4000. Any local, special, or consolidated election may 6 be conducted wholly by mail provided that all of the following conditions apply: 8
- (a) The governing body of the local agency authorizes 9 10 the use of mailed ballots for the election.
- (b) The election does not occur on the same date as a 11 12 statewide direct primary election or statewide general 13 election.
 - (c) The election is one of the following:
- (1) An election in which no more than 1,000 registered 16 voters are eligible to participate.
- (2) A maximum property tax rate election as provided for in Section 2287 of the Revenue and Taxation Code. 18
- (3) An election on a measure or measures restricted to 19 20 (A) the imposition of special taxes, or (B) expenditure
- 21 limitation overrides, or (C) both (A) and (B), in a city,
- county, or special district with 5,000 or less registered
- voters calculated as of the time of the last report of
- registration by the county elections official to
- 25 Secretary of State.

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(4) An election on the issuance of a general obligation water bond in accordance with Section 12944.5 of the Water Code.

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- (5) An election of the Directors of the Monterey 5 Peninsula Water Management District as authorized in Section 122 of Chapter 527 of the Statutes of 1977, known as the Monterey Peninsula Water Management District Law.
 - (6) An election of the Aliso Water Management Agency, or its affected member agencies, pursuant to Sections 13416 and 13417 of the Water Code.
 - (7) An election of the San Jacinto Mountain Area Water Study Agency pursuant to Sections 13416 and 13417 of the Water Code.
- (8) An election of the San Lorenzo Valley Water 16 District pursuant to Sections 13416 and 13417 of the Water Code.
- (9) Any election or assessment ballot proceeding 19 required or authorized by Article XIII C or Article XIII D of the Constitution. However, when an assessment ballot proceeding is conducted by mail pursuant to this section, the following rules shall apply:
 - proceeding shall (A) The be denominated "assessment ballot proceeding" rather than an election.
 - (B) Ballots shall be denominated "assessment ballots."
- (C) The provisions of this code regarding the secrecy 27 of ballots shall not apply, and assessment ballots shall be deemed public records as that term is defined by Section 6252 of the Government Code.
 - SEC. 3. Article 4.3 (commencing with Section 53739) is added to Chapter 4 of Part 1 of Division 2 of Title 5 of the Government Code, to read:

Article 4.3. Local Levies

53739. (a) An ordinance or resolution presented for voter approval pursuant to this article or to Article XIII C or Article XIII D of the Constitution may state a range of rates or amounts. If the ordinance or resolution is approved by the requisite number of votes at an election

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held for that purpose, the governing board of the adopting local government may thereafter impose the 3 tax, assessment, or property-related fee or charge at any 4 rate or amount that is less than or equal to the maximum 5 amount authorized by the voter-approved ordinance or 6 resolution.

SEC. 4. Article 4.6 (commencing with Section 53750) is added to Chapter 4 of Part 1 of Division 2 of Title 5 of the Government Code, to read:

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Article 4.6. Proposition 218 Omnibus Implementation Act

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- 53750. For purposes of Article XIII C and Article 15 XIII D of the California Constitution and this article:
- (a) "Agency" means any local government as defined in subdivision (b) of Section l of Article XIII C of the 18 California Constitution.
- (b) "Assessment" means any levy or charge by an 20 agency upon real property that is based upon the special 21 benefit conferred upon the real property by a public 22 improvement or service, that is imposed to pay the capital 23 cost of the public improvement, the maintenance and 24 operation expenses of the public improvement, or the 25 *cost* of the service being provided. "Assessment" 26 includes, but is not limited to, "Special Assessment," "Benefit Assessment," "Maintenance Assessment," "Special Assessment Tax."
 - (c) "District" means an area that is determined by an agency to contain all of the parcels that will receive a special benefit from a proposed public improvement or service.
- (d) "Drainage system" means any system of public 34 improvements that is intended to provide for erosion 35 control, landslide abatement, or for other types of water 36 drainage.
- (e) "Extended," when applied to an existing tax or fee 37 38 or charge, means a decision by an agency to extend the stated effective period for the tax or fee or charge,

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including, but not limited to, amendment or removal of a sunset provision or expiration date.

(f) "Flood control" means any system of public improvements that is intended to protect property from overflow by water.

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- (g) "Identified parcel" means a parcel of real property that an agency has identified as having a special benefit conferred upon it and upon which a proposed assessment 9 is to be imposed, or a parcel of real property upon which 10 a proposed property-related fee or charge is proposed to be imposed.
- (h) "Notice by mail" means any notice required by 13 Article XIII C or Article XIII D of the California 14 Constitution that is accomplished through a mailing, 15 postage prepaid, deposited in the United States Postal 16 Service and is deemed given when so deposited. Notice 17 by mail may be included in any other mailing to the 18 record owner that otherwise complies with Article XIII C 19 or Article XIII D of the California Constitution and this 20 Article, including, but not limited to, the mailing of a bill 21 for the collection of an assessment or a property-related 22 fee or charge.
- (i) "Record owner" means the owner of a parcel 24 whose name and address appears on the last equalized 25 secured property tax assessment roll, or in the case of any 26 public entity, the State of California, or the United States, 27 means the representative of that public entity at the address of that entity known to the agency.
- (j) "Refuse collection services" means any system for 30 the collection, transfer, storage, and disposal of solid waste that is provided by an agency. For purposes of this subdivision, "solid waste" includes, but is not limited to, materials that can be, or are intended to be, recycled, reclaimed, salvaged, or reused.
- (k) "Registered professional engineer" means 36 engineer registered pursuant to the **Professional** Engineers Act (Chapter 7 (commencing with Section 6700) of Division 3 of the Business and Professions Code).
- (l) "Vector control" means any system of public 39 improvements or services that is intended to provide for

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the surveillance and control of vectors as defined in subdivision (f) of Section 2200 of the Health and Safety 3 Code.

(*m*) "Water" means any system of public 5 improvements intended to provide for the production, storage, supply, treatment, or distribution of water.

53753. (a) The protest. notice. and hearing requirements imposed by this section supersede any statutory provisions applicable to the levy of a new or 10 increased assessment that is in existence on the effective date of this section, whether or not that provision is in conflict with this article. Any agency that complies with 12 13 the notice, protest, and hearing requirements of this 14 section shall not be required to comply with any other statutory notice, protest, and hearing requirements that 16 would otherwise be applicable to the levy of a new or 17 increased assessment, with the exception of Division 4.5 18 (commencing with Section 3100) of the Streets and 19 Highways Code. If the requirements of that division 20 apply to the levy of a new or increased assessment, the 21 levying agency shall comply with the notice, protest, and hearing requirements imposed by this section as well as 23 with the requirements of that division.

(b) Prior to levying a new or increased assessment, an 25 agency shall give notice by mail to the record owner of each identified parcel. Each notice shall include the total amount of the proposed assessment chargeable to the entire district, the amount chargeable to the record 29 owner's parcel, the duration of the payments, the reason 30 for the assessment and the basis upon which the amount 31 of the proposed assessment was calculated, and the date, 32 time, and location of a public hearing on the proposed assessment. Each notice shall also include, 34 conspicuous place thereon, a summary of the procedures 35 for the completion, return, and tabulation of the 36 assessment ballots required pursuant to subdivision (c), including a disclosure statement that the existence of a 38 majority protest, as defined in subdivision (e), will result in the assessment not being imposed or increased. An agency shall give notice by mail at least 45 days prior to

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the date of the public hearing upon the proposed assessment.

- 3 (c) Each notice given pursuant to subdivision (b) shall contain an assessment ballot that includes the agency's address for receipt of the form and a place where the 6 person returning the assessment ballot may indicate his or her name, a reasonable identification of the parcel, and his or her support or opposition to the proposed assessment. Each assessment ballot shall be signed and 10 either mailed or otherwise delivered to the address indicated on the assessment ballot. Regardless of the method of delivery, all assessment ballots shall be 12 received at the address indicated, or the site of the public 14 testimony, in order to be included in the tabulation of a subdivision 15 majority protest pursuant to (e). 16 assessment ballot may be submitted, changed, 17 withdrawn prior to the conclusion of the public testimony 18 on the proposed assessment at the hearing. An agency may provide an envelope for the return of the assessment 20 ballot. All assessment ballots submitted to the agency constitute public records subject to inspection pursuant 22 to the California Public Records Act Chapter 3.5 (commencing with Section 6250) of Division 7 of Title 1 of the Government Code.
- (d) At the time, date, and place stated in the notice 26 mailed pursuant to subdivision (b), the agency shall conduct a public hearing upon the proposed assessment. 28 At the public hearing, the agency shall consider all objections or protests, if any, to the proposed assessment. 30 At the public hearing, any interested person shall be permitted to present written or oral testimony. The public hearing may be continued from time to time.

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33 (e) (1) At the conclusion of the public hearing 34 conducted pursuant to subdivision (d), the agency shall 35 tabulate the assessment ballots submitted, 36 withdrawn, in support of or opposition to the proposed assessment. The agency may use technological methods of tabulating the assessment ballots, including, but not 38 limited to, punch card or optically readable (bar-coded) assessment ballots.

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In the event that more than one of the record owners of an identified parcel submits an assessment ballot, the amount of the proposed assessment to be imposed upon the identified parcel shall be allocated to each ballot respective submitted in proportion to the ownership interests or, if the ownership interests are not shown of record, as established to the satisfaction of the agency by documentation provided by those record 8 9 owners.

- (2) A majority protest exists if the assessment ballots submitted, and not withdrawn, in opposition to the exceed the proposed assessment assessment ballots 13 submitted, and not withdrawn, in its favor, weighting 14 those assessment ballots by the amount of the proposed 15 assessment to be imposed upon the identified parcel for 16 which each assessment ballot was submitted.
- (3) If there is a majority protest against the imposition 18 of a new assessment, or the extension of an existing assessment, or an increase in an existing assessment, the 20 agency shall not impose, extend, or increase assessment.
- (4) The majority protest proceedings described in this 23 subdivision shall not constitute an election or voting for 24 purposes of Article II of the California Constitution or of 25 the California Elections Code.
- 53753.5. (a) Once an agency has complied with the 27 notice, protest, and hearing requirements of Section 28 53753, those requirements shall not apply in subsequent 29 fiscal years unless the assessment methodology is changed 30 to increase the assessment, or the amount of that assessment is proposed to exceed an assessment formula 32 or range of assessments adopted by an agency in accordance with Article XIII D of theCalifornia 34 Constitution or Section 53753.
- 35 (b) Notwithstanding subdivision (a), the following 36 assessments existing on the effective date of Article 37 XIII D of the California Constitution shall be exempt 38 from the procedures and approval process set forth in 39 Section 4 of that article:

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(1) Any assessment imposed exclusively to finance the capital costs or maintenance and operation expenses for sidewalks, streets, sewers, water, flood control, drainage systems, or vector control.

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- (2) Any assessment imposed pursuant to a petition signed by the persons owning all of the parcels subject to the assessment at the time the assessment is initially imposed.
- (3) Any assessment the proceeds of which 10 exclusively used to repay bonded indebtedness of which the failure to pay would violate the Contract Impairment Clause of the Constitution of the United States.
- (4) Any assessment that previously received majority 14 voter approval from the voters voting in an election on 15 the issue of the assessment.

Any subsequent increases in an assessment listed in paragraphs (1), (2), or (4) shall be subject to the 18 procedures and approval process set forth in Section 4 of Article XIII D of the California Constitution.

- (c) For purposes of this section, the following words and phrases shall have the following meanings:
- (1) "Assessments existing on the effective date of 23 Article XIII D of the California Constitution" means assessments levied by the legislative body of the agency on or before November 6, 1996.
- (2) "Procedures and approval process set forth in Section 4 of Article XIII D" means all of the requirements set forth in Section 4 of Article XIII D of the California Constitution, including, but not limited 30 requirement to separate general and special benefits and the requirement to assess parcels that are owned or used by an agency, the State of California, or the United States of America.
- 34 SEC. 5. Section 9525 of the Streets and Highways 35 Code is amended to read:
- 9525. (a) If the legislative body finds that all of the 36 following conditions are satisfied, it may approve and 37 confirm the report prepared pursuant to Section 9523 and proceed to authorize, issue, and sell refunding bonds pursuant to Chapter 3 (commencing with Section 9600):

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(1) That each estimated annual installment principal and interest on the reassessment, as set forth pursuant to subdivision (d) of Section 9523, is less than the corresponding annual installment of principal 6 interest on the portion of the original assessment being superseded and supplanted, as set forth in subdivision (c) of Section 9523, by the same percentage for subdivisions of land within the district. Any amount 10 added to the annual installments on the reassessment due to a delinquency in payment on the original assessment need not be considered in this calculation.

(2) That the number of years to maturity of all 15 refunding bonds is not more than the number of years to the last maturity of the bonds being refunded.

(e)

- (3) That the principal amount of the reassessment on 19 each subdivision of land within the district is less than the unpaid principal amount of the portion of the original assessment being superseded and supplanted by the same percentage for each subdivision of land within the district. Any amount added to a reassessment because of a delinquency in payment on the original assessment 25 need not be considered in this calculation.
- (b) Any reassessment that is approved and confirmed 27 pursuant to this section shall not be deemed to be an 28 assessment within the meaning of, and may be ordered without compliance with the procedural requirements 30 of, Article XIII D of the Constitution.
- SEC. 6. The provisions of this act are severable. In the 32 event that any provision of this act is held to be invalid or unconstitutional by any court of competent jurisdiction, 34 that holding shall not invalidate or render unenforceable any other provision of this act.
- SEC. 7. The provisions of this act shall be liberally 36 37 construed to effectuate its purposes of limiting local 38 government revenue and enhancing taxpayer consent.
- 39 SEC. 8. This act is an urgency statute necessary for the 40 immediate preservation of the public peace, health, or

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safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

The voters of California recently adopted Proposition 218, "The Right to Vote on Taxes Act," which comprises Articles XIII C and XIII D of the Constitution. That proposition took effect on November 6, 1996, and certain of its provisions are effective on July 1, 1997. The proposition is inconsistent with numerous preexisting 10 statutes affecting local government finance. necessary that this legislation take immediate effect to 12 clarify the law so that local governments can adopt 13 budgets for the 1997-98 fiscal year to provide essential 14 local services in compliance with Proposition 218 without needless confusion, duplication of effort, and uncertainty.

amended to read: 16

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- 4000. Any local, special, or consolidated election may 18 be conducted wholly by mail provided that all of the following conditions apply:
 - (a) The governing body of the local agency authorizes the use of mailed ballots for the election.
 - (b) The election does not occur on the same date as a statewide direct primary election or statewide general election.
 - (c) The election is one of the following:
 - (1) An election in which no more than 1,000 registered voters are eligible to participate.
 - (2) A maximum property tax rate election as provided for in Section 2287 of the Revenue and Taxation Code.
- (3) An election on a measure or measures restricted to (A) the imposition of special taxes, or (B) expenditure limitation overrides, or (C) both (A) and (B), in a city, county, or special district with 5,000 or less registered voters calculated as of the time of the last report of registration by the county elections official to the 36 Secretary of State.
- (4) An election on the issuance of a general obligation 37 water bond in accordance with Section 12944.5 of the 38
- Water Code.

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(5) An election of the Directors of the Monterey Peninsula Water Management District as authorized in Section 122 of Chapter 527 of the Statutes of 1977, known as the Monterey Peninsula Water Management District Law.

- (6) An election of the Aliso Water Management Agency, or its affected member agencies, pursuant to Sections 13416 and 13417 of the Water Code.
- (7) An election of the San Jacinto Mountain Area 10 Water Study Agency pursuant to Sections 13416 and 13417 of the Water Code.
 - (8) An election of the San Lorenzo Valley Water District pursuant to Sections 13416 and 13417 of the Water Code.
- (9) Any election or majority protest proceeding 16 required or authorized by Article XIII C or Article XIII D of the Constitution. However, when a majority protest proceeding is conducted by mail pursuant to this section, the following rules shall apply:
 - (A) The proceeding shall be denominated a majority protest proceeding rather than an election.
 - (B) Ballots shall be denominated majority protest forms.
 - (C) The provisions of this code regarding the secrecy of ballots shall not apply and majority protest forms shall be deemed public records as that term is defined by Section 6252 of the Government Code.
 - SEC. 2. Article 4.3 (commencing with Section 53739) is added to Chapter 4 of Part 1 of Division 2 of Title 5 of the Government Code, to read:

Article 4.3. Limitations Period for Actions Challenging a Tax

53739. Any action or proceeding challenging the 36 validity of a tax, whether general or special, imposed by a local government shall be commenced no later than the sooner of 30 days after the effective date of the tax or 40 days after the date voter approval of a tax is declared by the governing board of the local government.

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53739.1. (a) An ordinance or resolution presented for voter approval pursuant to this article or to Article XIII C or Article XIII D of the Constitution may state a range of rates or tax amounts. If such an ordinance is approved by the requisite number of votes at an election held for that purpose, then the governing board of the local government may thereafter impose the tax at any rate or amount that is less than or equal to the maximum amount authorized by the voter-approved ordinance.

(b) An ordinance or resolution presented for voter approval pursuant to this article or to Article XIII C or Article XIII D of the Constitution may provide that the tax rate or tax rates or tax amount or tax amounts stated in the ordinance or resolution may be adjusted for inflation pursuant to a formula stated in the ordinance or resolution. If such an ordinance is approved by the requisite number of votes at an election held for that purpose, then the governing board of the local government may thereafter impose the tax at any rate or amount that is less than or equal to the inflation-adjusted maximum amount authorized by the voter-approved ordinance.

SEC. 3. Article 4.6 (commencing with Section 53750) is added to Chapter 4 of Part 1 of Division 2 of Title 5 of the Government Code, to read:

Article 4.6. Right to Vote on Taxes Omnibus Implementation Act

53750. (a) The requirements of Articles XIII C and XIII D of the Constitution shall apply to ongoing annual assessments levied on or after July 1, 1997. Once an agency has complied with the notice, protest, and hearing requirements of Articles XIII C and XIII D, those requirements shall not apply in subsequent fiscal years unless the assessment methodology is changed or the amount of the assessments is proposed to exceed an assessment formula, including, but not limited to, a formula providing for inflation adjustments, or range of

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assessments adopted by the agency in accordance with Article XIII C or Article XIII D of the Constitution.

- (b) (1) Notwithstanding subdivision (a), the following assessments existing on the effective date of Article XIII D of the Constitution shall be exempt from the procedures and approval process set forth in Section 4 of Article XIII D of the Constitution:
- (A) Any assessment imposed exclusively to finance the capital costs or maintenance and operation expenses for sidewalks, streets, sewers, water, flood control, drainage systems, or vector control.
- (B) Any assessment imposed pursuant to a petition signed by the persons owning all of the parcels subject to the assessment at the time the assessment is initially imposed.
- (C) Any assessment the proceeds of which are exclusively used to repay bonded indebtedness of which the failure to pay would violate the contract impairment elause of the Constitution of the United States.
- (D) Any assessment that previously received majority voter approval from the voters voting in an election on the issue of the assessment.
- (2) Subsequent increases in assessments listed in paragraphs (A), (B) and (D) shall be subject to the procedures and approval process set forth in Section 4 of Article XIII D of the Constitution.
- (e) For purposes of this section, the following words and phrases shall have the following meanings:
- (1) "Assessments existing on the effective date of Article XIII D of the Constitution" shall mean an assessment levied by the legislative body of the agency on or before November 6, 1996.
- (2) "Assessment imposed exclusively to finance the capital costs or maintenance and operation expenses for sidewalks, streets, sewers, water, flood control, drainage systems, or vector control" shall mean an assessment, or that portion of an assessment, that was designated in a report prepared in connection with the assessment to be used for the capital costs or maintenance and operation

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expenses for sidewalks, streets, sewers, water, flood control, drainage systems, or vector control.

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- (3) "Assessment imposed pursuant to a petition signed by the persons owning all of the parcels subject to the assessment at the time the assessment is initially imposed" shall mean any assessment, or that portion of an assessment, which is levied on parcels pursuant to a petition signed by the record owners of all of the parcels subject to an assessment, so long as the petition was 10 received by the agency prior to the time the assessment was initially levied, or the time the parcels were initially annexed into or consolidated with an existing district. For purposes of this section, "petition" shall include any form of written consent, including, but not limited to, the acceptance of conditions of approval on a subdivision map. As assessment imposed pursuant to a petition will be deemed a "subsequent increase" if the amount proposed to be levied exceeds the amount levied on the parcel for the 1996–97 fiscal year.
 - (4) "Assessment that previously received majority voter approval from the voters voting in an election on the issue of the assessment" shall mean any assessment, or that portion of an assessment, which received voter approval in an election, including an advisory election, held on the issue of the assessment on or before July 1, 1997.
 - (5) "Procedures and approval process set forth in Section 4 of Article XIII D" shall mean all of the requirements set forth in Section 4 of Article XIII D of the Constitution, including, but not limited to, the requirement to separate general and special benefit and the requirement to assess parcels that are owned or used by an agency, the State of California, or the United States of America.
- (d) In cases where a portion of an existing assessment 36 is exclusively used for exempt purposes, and a portion is not exclusively used for exempt purposes, the agency may, in its discretion, do any of the following:
- (1) Comply with the requirements of the act and 40 Section 53753 for the entire assessment.

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(2) Comply with the requirements which would otherwise be applicable to the portion of the assessment exclusively used for exempt purposes, and discontinue the levy of the portion of the assessment that is not exclusively used for exempt purposes.

(3) Comply with the requirements of Article XIII C or Article XIII D for the portion of the assessment that is not exclusively used for exempt purposes, and comply with the requirements that would otherwise be applicable to 10 the assessments for the portion of the assessment exclusively used for exempt purposes.